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Report of the Special Rapporteur on the human rights of internally displaced persons, Chaloka Beyani

Summary

The present report, submitted in accordance with Human Rights Council resolution 23/8, provides an account of the activities undertaken by the Special Rapporteur on the human rights of internally displaced persons, during the period since the submission of his previous report to the Council. It also provides a thematic analysis of the human rights of internally displaced persons in the context of the post-2015 development agenda.

The objective of ensuring a life of dignity for all lies at the heart of the Millennium Development Goals and the post-2015 development agenda. Internally displaced persons are frequently deprived of their human rights, stripped of the elements of their lives that provide dignity: their homes, a livelihood and income, a sense of belonging and of what the future holds, security and justice, the knowledge that they will be able to feed, clothe and educate their children, and the ability to make decisions about their lives. The displacement experience is one of trauma, dependency and survival, with the average conflict-induced displacement lasting a staggering 17 years. Ensuring durable solutions for internally displaced persons is a complex process which requires that they be included in sustainable development goals and strategies that seek to restore to them conditions of normality in circumstances of dignity and safety, and a secure future.

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I. Introduction

1. The present report by the Special Rapporteur on the human rights of internally displaced persons, Chaloka Beyani, is submitted in accordance with Human Rights Council resolution 23/8. The first part provides an overview of his activities over the reporting period since his last report to the Council.

2. The second part considers the human rights of internally displaced persons (IDPs) in the context of the post-2015 development agenda and the sustainable development goals. It urges greater attention to IDPs within the framework of development processes, targets and activities relating to durable solutions. States are urged to include IDPs, in particular those in protracted displacement situations, as beneficiaries of and contributors to their development programmes and strategies.

II. Activities of the mandate

A. Mandate

3. The Human Rights Council, in its resolution 23/8, mandated the Special Rapporteur to address internal displacement, in particular by mainstreaming the human rights of IDPs into all relevant parts of the United Nations system, working towards strengthening the international response to internal displacement, engaging in coordinated international advocacy and action for improving protection and respect of the human rights of IDPs, and continuing and enhancing dialogue with governments, intergovernmental, regional and non-governmental organizations and other relevant actors.

B. Engagement with countries

Kenya

4. During his follow-up visit to Kenya from 29 April to 7 May 2014, the Special Rapporteur stressed that finding durable solutions for IDPs was a long-term process requiring humanitarian, development and peacebuilding action. Although progress had been made in supporting durable solutions for those displaced by the post-election violence of 2007–2008, significant obstacles persisted, most notably regarding socioeconomic and political participation. In Moyale, in northern Kenya, he highlighted the situation of those newly displaced due to ethnic and intercommunal violence or natural disasters. He urged the Government to implement fully its progressive legislation adopted in 2012 on assistance and protection for IDPs and affected communities, and to ratify the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (the Kampala Convention).

Azerbaijan

5. From 18 to 24 May 2014, the Special Rapporteur visited Azerbaijan, including IDP settlements in and around Baku and in the western district of Agdam. He welcomed the progress made by the authorities in improving the living conditions of IDPs. He noted that reaching a peaceful settlement to the unresolved conflict in and around the Nagorno-

Karabakh region[1] was critical to resolving the protracted situation of internal displacement. He emphasized that the inclusion of IDPs in development planning strategies in areas such as housing, education, health and employment was necessary to strengthen their resilience, livelihood opportunities and self-reliance. He stressed that IDPs must be fully involved in development planning decisions and processes and recommended that a survey of intent and a needs-based assessment be carried out in preparation for durable solutions (A/HRC/29/34/Add.1).

Côte d'Ivoire

6. From 16 to 20 June 2014, two years after his official mission to Côte d'Ivoire, the Special Rapporteur visited Abidjan to assess the progress made in fostering durable solutions for IDPs. While the majority of IDPs had returned to their area of origin, he stressed the need for continued support to secure their basic needs and to rebuild their lives sustainably. IDPs in need of durable solutions must not be forgotten at a time when humanitarian actors were drawing down their activities. He stressed that the ratification by Côte d'Ivoire of the Kampala Convention in 2014 provided a framework for concerted action and he pointed out that IDPs must participate in national elections in 2015.

Haiti

7. From 29 June to 5 July 2014, the Special Rapporteur visited Port-au-Prince to assess the overall situation of IDPs in Haiti, four years after the earthquake. He called for a transition from a largely humanitarian approach to development strategies that would include durable solutions for IDPs in the context of addressing vulnerability and extreme poverty. He reaffirmed the primary responsibility of the Government to work towards rights-based development approaches to alleviating poverty while incorporating durable solutions for IDPs (A/HRC/29/34/Add.2).

Ukraine

8. From 16 to 25 September 2014, the Special Rapporteur visited Ukraine, including the Luhansk and Donetsk regions in eastern Ukraine. He urged the Government to intensify its efforts to meet the needs and protect the human rights of IDPs from the conflict-affected eastern region and the Autonomous Republic of Crimea. Noting the lack of comprehensive data on the number, location and needs of displaced persons, he stressed that full registration and profiling of IDPs, including needs assessments, were essential. Registration procedures should be harmonized to ensure access for IDPs to essential services, employment and livelihood opportunities, and to enable them to vote in future elections (A/HRC/29/34/Add.3).

Central African Republic

9. From 10 to 14 February 2015, the Special Rapporteur visited the Central African Republic on a joint mission with the Assistant Secretary-General of the Office for the Coordination of Humanitarian Affairs and the Director of Operations of the Humanitarian Aid and Civil Protection department of the European Commission. The delegation visited Bambari, Yaloke, Mpoko and PK5 in Bangui. The Special Rapporteur stressed the need to ensure the safety and freedom of movement of IDPs, while protecting the way of life of nomadic groups. He welcomed the ratification by the Central African Republic of the Kampala Convention, but urged that consultations for the national dialogue (the Bangui Forum on National Reconciliation) be truly inclusive of IDPs.

[1] Any reference to the territories in and around the Nagorno-Karabakh region should be understood to be in full compliance with General Assembly resolution 62/243 of 14 March 2008.

Requests for country visits

10. Since his previous report, the Special Rapporteur has made or reiterated requests to visit Colombia, Iraq, Mexico, Nigeria, the Philippines and the Syrian Arab Republic.

C. Cooperation with regional and international organizations

11. The Special Rapporteur engaged closely with the African Union to promote ratification and implementation of the Kampala Convention. He visited the African Union headquarters in March 2014 to activate a joint continent-wide action plan on implementation of the Convention. He called upon States parties to establish or strengthen internal mechanisms promoting the engagement and participation of local authorities, communities, civil society organizations and the private sector. In November 2014, as keynote speaker at the African Union Humanitarian Symposium in Nairobi, he discussed effective humanitarian interventions and assistance in conflict-induced displacement situations. In December 2014, he took stock of and urged greater progress on the Convention at an event organized by the Permanent Delegation of the African Union to the United Nations Office at Geneva marking the second anniversary of the entry into force of the Convention.

12. In July 2014, the Special Rapporteur participated in a joint initiative of the Organization for Security and Cooperation in Europe (OSCE), including delegations from participating States, and the Office of the United Nations High Commissioner for Refugees (UNHCR), to promote a more collaborative approach to addressing displacement, using the Protection Checklist elaborated jointly by OSCE, UNHCR and his mandate. The Checklist is a tool for ensuring the protection of displaced populations and affected communities at all stages of a conflict. He also informed the OSCE participating delegations of his findings in OSCE States affected by displacement.

13. The Special Rapporteur maintained a strong partnership with civil society organizations. Among such collaboration, he appreciates the support provided by the Brookings-London School of Economics Project on Internal Displacement, and the strategic partnership with the Joint IDP Profiling Service, the Danish Refugee Council and the Internal Displacement Monitoring Centre. Civil society has played a vital role in supporting him, including during his country visits.

D. Mainstreaming the human rights of internally displaced persons in the United Nations system

14. The Special Rapporteur continued to support the mainstreaming of the human rights of IDPs within the United Nations system and the wider humanitarian community by participating actively in the work of the Inter-Agency Standing Committee, the Global Protection Cluster and the humanitarian affairs segment of the Economic and Social Council. He drew on his recent missions to illustrate the importance of humanitarian principles in responding to the protection and assistance needs of IDPs, both in the emergency phase of conflicts and in the search for durable solutions.

15. In May 2014, the Special Rapporteur addressed the Security Council in an "Arria formula" meeting on "Protection of internally displaced persons: challenges and role of the Security Council",[2] focusing on common goals of the Council and its partners, inter

[2] Available from www.ohchr.org/Documents/HRBodies/SP/ArriaFormula_SC_on_protection_of_IDPs.pdf.

alia: protection of civilians, including IDPs in areas of refuge, during flight and upon return; and durable solutions involving humanitarian and development challenges, but also peacebuilding challenges. He addressed the Council again in October, in a debate on "Women, peace and security — displaced women and girls: leaders and survivors". He stressed that internally displaced women often faced double discrimination as IDPs and women. They experienced unique human rights challenges due to the intersection of gender with factors such as age, group affiliation, disability and their civil or socioeconomic situations. Despite positive developments, responses to internal displacement still did not adequately address the specific concerns of women and girls.

16. In June 2014, the Special Rapporteur participated in a Central and West African consultation, in Abidjan, in preparation for the World Humanitarian Summit, and from 2 to 6 March 2015, he participated in a Middle East and North African regional consultation in Amman. At those consultations, he highlighted approaches to mitigating protracted displacement, building more coherence between governments, development partners and the humanitarian community, and support for communities affected by displacement. Stressing the lack of preparedness of regional and national actors in responding rapidly to IDP needs, he stated the necessity to adopt regional instruments and national laws and policies on internal displacement and urged that effective partnerships be entered into in order to respond to emergency needs in urban areas.

17. In September 2014, the Special Rapporteur participated in a panel on "Durable solutions for post-crisis development", in the context of the World Reconstruction Conference 2 organized by the World Bank. He stressed the importance of the involvement of development partners to attain durable solutions. Drawing on examples from his missions, he shared challenges and opportunities encountered in developing durable solutions for post-crisis displacement.

III. Internally displaced persons in the context of the post-2015 development agenda

A. Introduction and overview

18. The phenomenon of displacement is currently, more than ever before, a global crisis. As at December 2013, an estimated 33.3 million persons were internally displaced by conflict and violence globally. In addition, in 2013 alone, some 22.4 million people were newly displaced within their own countries by disasters. Given new and ongoing crises, these figures are likely to have increased in 2014, with displacement at its highest level since the Second World War.

19. Displacement, whether caused by conflict, violence or disaster, usually leads to extreme poverty and renders IDPs highly vulnerable. It typically results in loss of land, homes and property, loss of employment or livelihood, food insecurity, lack of access to basic services, including water and sanitation and health care, and poor access to education. Displacement may cause IDPs to be more at risk of violence, including sexual and gender-based violence, trafficking and other forms of abuse, either in the context of ongoing conflicts or due to the perilous and poor conditions in which IDPs find themselves. Displacement causes disintegration of community and family cohesion, and of socioeconomic networks and support mechanisms.

20. While the numbers of IDPs are shocking, an even more surprising statistic is that the average duration of conflict-induced displacement is now a staggering 17 years.[3] While some IDPs are able to return to their homes relatively quickly and with all the necessary assistance, for many, displacement is a protracted and life-changing experience which may last decades.

21. The challenges facing IDPs have long been recognized internationally. In 1998, Kofi Annan, then United Nations Secretary-General, noted that internal displacement had emerged as one of the great human tragedies of our times and that internally displaced people were among the most vulnerable of the human family. The former United Nations Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator and current Secretary General of the Norwegian Refugee Council, Jan Egeland, has stated that "something is going terribly wrong in how we are responding and dealing with this issue".[4] The United Nations High Commissioner for Refugees, António Guterres, has affirmed that "we have a shared responsibility to act to end this massive suffering. Immediate protection and assistance for the internally displaced is a humanitarian imperative."[5]

22. Internal displacement must also be recognized as a development imperative requiring sustainable solutions. If not appropriately addressed through durable solutions, internal displacement can strain the capacities of the communities in which IDPs live, potentially leading to further instability, strife and displacement. Internal displacement crises can impede the achievement of national development goals and may destabilize the regions affected, particularly in conflict or fragile post-conflict settings. However, where development-based durable solutions are implemented, the positive contributions of IDPs to their own and to their hosts' communities can be significant as IDPs adapt to new lives and new livelihoods.

23. The challenges posed by, and the increasingly protracted duration of, internal displacement mean that it must be recognized as a development challenge for the international community and all nations facing internal displacement situations. Failing to do so potentially leaves many millions of IDPs neglected and excluded from development processes. Regrettably, IDPs frequently fall outside the net of development action, in large part due to the perception that the issues of displaced persons require primarily humanitarian rather than development solutions. While humanitarian assistance is essential to support IDPs through the immediate crisis and its aftermath, development approaches and the engagement of development actors as well as peacebuilding actors from the very outset ensure that durable solutions are made available to IDPs.

24. Rather than being included in development initiatives, over time IDPs often lose the attention and support of national authorities and international actors. This is particularly true for those living outside collective centres or camps, dispersed and hosted within families and displacement-affected communities, for instance in urban areas. However, it can also be witnessed when long-term IDP camps become established, semi-permanent settlements where, due to necessity, coping mechanisms improve and economic and social functions begin to emerge and take root.

25. There is a danger of camps and their populations becoming "invisible" or an inconvenience that national authorities seek to remove by closure or demolition of facilities. Regrettably, some governments have taken the view that the closure of camps and/or the provision of cash grants to IDPs without linking the grants to livelihood and other

[3] See www.internal-displacement.org/blog/2014/a-record-33-3-million-now-displaced-by-conflict-and-violence-worldwide-as-one-family-flees-inside-syria-every-60-seconds.

[4] Ibid.

[5] Ibid.

sustainable strategies, constitute a solution to displacement that absolves them of further responsibilities. Such measures may be forced upon IDPs or accepted by them, since they are frequently unaware of their rights under international law.

B. Progress towards ensuring a place for internally displaced persons in development agendas

26. With displacement at its highest levels since the Second World War, it is important to revisit the fundamental premises on which the post-war order is based, in the context of displacement. The 1945 Charter of the United Nations (Arts. 55 and 56) created an obligation for the United Nations and Member States to create conditions of stability and well-being based on respect for the equal rights and self-determination of peoples, and to promote and pledge to achieve, inter alia, higher standards of living, full employment, and conditions of economic and social progress and development. Those obligations also pertain to IDPs and require their inclusion in the post-2015 development agenda.

27. The 1986 Declaration on the Right to Development (General Assembly resolution 41/128, annex) underscores that development is an inalienable human right. It establishes that: "States have the right and the duty to formulate appropriate national development policies that aim at the constant improvement of the well-being of the entire population and of all individuals, on the basis of their active, free and meaningful participation in development and in the fair distribution of the benefits resulting therefrom." Nevertheless, IDPs have frequently been neglected in or excluded from development strategies and programmes.

28. A 2014 European Commission paper on "Development, refugees and IDPs"[6] states:

> While refugees and IDPs frequently benefit from humanitarian assistance, they are often excluded from programmes and activities carried out by development actors, with the result that their developmental needs may be neglected and efforts to achieve sustainable solutions receive inadequate attention. At the same time, host populations might not benefit from humanitarian assistance provided to refugees and IDPs, paving the way to potential conflicts between the two communities. In addition, the development needs of returnees and long-term strategies to address them have often been overlooked once back in the country or area of origin.

29. UNHCR highlights that approximately three quarters of displaced persons, both refugees and IDPs, are in situations of protracted displacement. It has stated:

> the perception that displacement challenges can only be addressed by humanitarian means is ill-conceived which has either impeded or delayed in achieving the sustainability of solutions or resulted in protracted displacements finding difficulties to break from the cycle of dependence on humanitarian assistance and to move on with their lives and livelihoods.[7]

30. In his report to the General Assembly (A/68/225), in which he addressed the role of humanitarian and development actors in achieving durable solutions for IDPs through peacebuilding in the aftermath of conflict, the Special Rapporteur identified initiatives aimed at bridging the gap between relief and development. For instance, the Solutions Alliance was launched in April 2014 when humanitarian actors, development organizations,

[6] Available from http://ec.europa.eu/echo/files/policies/sectoral/2014_dev_refugees_idps_issuespaper.pdf.

[7] UNHCR, "Concept note: Transitional Solutions Initiative", p. 1.

States, donors and civil society gathered in Copenhagen to discuss solutions to protracted displacement and its management. On that occasion, it was emphasized that the displacement of refugees and IDPs presents significant development opportunities and challenges, in addition to the humanitarian needs and the humanitarian "imperative".[8]

31. In recent years, some development actors have increasingly paid attention to IDPs. In 2012, the World Bank developed *Guidelines for Assessing the Impacts and Costs of Forced Displacement* in order to meet the need for enhanced understanding and evaluation of the economic and social aspects of forced migration. In a more recent report of the Global Program on Forced Displacement of the World Bank, *Political Economy and Forced Displacement: Guidance and Lessons from Nine Country Case Studies*, a political economy analysis was used as a tool to demonstrate the development impacts of displacement and to advance arguments for development initiatives to assist IDPs and host communities.

32. The positive achievements of the Millennium Development Goals demonstrate that significant progress by States is possible, in collaboration with international development partners. Lessons can be learned, for example, from what has been achieved in poverty reduction and providing access to education in the least developed countries. However, lessons must also be learned about where and why the Goals failed to benefit the poorest and most vulnerable groups. It is essential to intensify efforts to reach those individuals, communities and population groups, including IDPs, who have been bypassed, neglected or failed.

33. Despite the explicit commitments made in the United Nations Millennium Declaration to protect the vulnerable and "to help all refugees and displaced persons to return voluntarily to their homes, in safety and dignity and to be smoothly reintegrated into their societies",[9] millions of IDPs globally are amongst those who were left behind as others were brought out of poverty. All durable solutions, not just return, but also local integration or settlement elsewhere within the country, must be considered as options available to IDPs. They all require the involvement of development processes, strategies, and actors for their achievement.

34. Over the Millennium Development Goal period, millions of people in numerous countries have been plunged into extreme poverty and vulnerability as a direct result of internal displacement. The United Nations *Millennium Development Goals Report 2014*[10] acknowledges that "every day in 2013, 32,000 people had to abandon their homes to seek protection due to conflict". The number of newly displaced persons[11] has tripled since 2010, representing a significant setback to achievements under the Goals and demonstrating a disturbing trend towards increasing displacement that must be recognized in the post-2015 development agenda.

C. Towards greater attention to internally displaced persons in the post-2015 development agenda

35. The Open Working Group on Sustainable Development Goals released its proposal on sustainable development goals in August 2014. The proposed goals are: (1)

[8] Roger Zetter, "Reframing displacement crises as development opportunities", policy brief prepared for the Global Initiative on Solutions Copenhagen Roundtable, 2 and 3 April 2014, p. 1.

[9] General Assembly resolution 55/2, para. 26.

[10] Available from www.un.org/millenniumgoals/2014%20MDG%20report/MDG%202014%20English.pdf.

[11] Displaced internally or across international borders.

End poverty in all its forms everywhere; (2) End hunger, achieve food security and improved nutrition and promote sustainable agriculture; (3) Ensure healthy lives and promote well-being for all at all ages; (4) Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all; (5) Achieve gender equality and empower all women and girls; (6) Ensure availability and sustainable management of water and sanitation for all; (7) Ensure access to affordable, reliable and sustainable and modern energy for all; (8) Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all; (9) Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation; (10) Reduce inequality within and among countries; (11) Make cities and human settlements inclusive, safe, resilient and sustainable; (12) Ensure sustainable consumption and production patterns; (13) Take urgent action to combat climate change and its impacts; (14) Conserve and sustainably use the oceans, seas and marine resources for sustainable development; (15) Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss; (16) Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels; (17) Strengthen the means of implementation and revitalize the global partnership for sustainable development.

36. There is much to praise in the approach of the international community to the post-2015 development agenda and sustainable development goals. While IDPs are not explicitly referred to in the currently proposed goals and targets, several have the potential, directly or indirectly, to have a positive impact on IDPs, including through new or enhanced focus areas, for example, to reduce inequality; to make cities and human settlements inclusive, safe, resilient and sustainable; and to take urgent action to combat climate change and its impacts. Nevertheless, it is essential that broad references to and definitions of "vulnerable", "marginalized" and "disadvantaged" groups explicitly include IDPs.

37. That having been said, it is not sufficient to simply include IDPs in a list of vulnerable groups. In a joint note sent to the United Nations Secretary-General in October 2014, the Special Rapporteur, the Office for the Coordination of Humanitarian Affairs, UNHCR and the International Organization for Migration (IOM) expressed concern that, despite strong support from many Member States, a dedicated displacement target was omitted from the final report of the Open Working Group on Sustainable Development Goals (A/68/97).[12] A dedicated target on reducing the number of IDPs and refugees by providing durable solutions, contained under proposed sustainable development goal 16 on achieving peaceful and inclusive societies would be a valuable step towards that end.

38. In December 2014, the synthesis report of the Secretary-General on the post-2015 sustainable development agenda[13] highlighted "gap issues", and included explicit references to internal displacement. It calls for a transformative shift away from business as usual and proposes six "essential elements": (a) dignity: to end poverty and fight inequalities; (b) people: to ensure healthy lives, knowledge and the inclusion of women and children; (c) prosperity: to grow a strong, inclusive, and transformative economy; (d) planet: to protect our ecosystems for all societies and our children; (e) justice: to promote

[12] A previous draft of the proposed goals contained a specific target on IDPs and refugees, but did not find consensus. During the thirteenth session of the Open Working Group, in July 2014, more than 20 countries argued for an IDP/refugee target under goal 16.

[13] The road to dignity by 2030: ending poverty, transforming all lives and protecting the planet (A/69/700).

safe and peaceful societies and strong institutions; (f) partnership: to catalyse global solidarity for sustainable development.

39. The synthesis report recognizes increasingly negative displacement trends. In the section on "dignity" it states that no society can reach its full potential if whole segments of that society are excluded from participating in, contributing to, and benefiting from development. It notes that the agenda "must not exclude migrants, refugees, displaced persons, or persons affected by conflict and occupation". The chapter entitled "A synthesis" states that particular attention should be given to countries in situations of fragility and conflict and the specific conditions of each country should be addressed. There is a consistent call to "leave no one behind" and ensure equality, non-discrimination, equity and inclusion. The report states: "We must pay special attention to the people, groups and countries most in need. We need to include the poor, children, adolescents, youth and the aged, as well as the unemployed, rural populations, slum dwellers, persons with disabilities, indigenous peoples, migrants, *refugees and displaced persons, vulnerable groups* and minorities. These also include those affected by climate change."

40. On "justice", the report highlights the need "to rebuild and reintegrate societies better after crises and conflicts. We must address State fragility, *support internally displaced persons* and contribute to resilience of people and communities. Reconciliation, peacebuilding and State-building are critical for countries to overcome fragility and develop cohesive societies and strong institutions. These investments are essential to retaining the gains of development and avoiding reversals in the future". Finally, the report emphasizes that "we must, inter alia, address inequalities in all areas, agreeing that *no goal or target be considered met unless met for all social and economic groups*."

41. The synthesis report provides a clear call to include IDPs. Political negotiations continue in 2015 and will culminate in a Special Summit on Sustainable Development, to be attended by Heads of State and Government, in New York from 25 to 27 September, at which the post-2015 development agenda and the sustainable development goals will be adopted. The Special Rapporteur stresses the need for the ongoing discussions to address displacement. Displacement concerns must also be addressed in the formulation of indicators for targets whose implementation can affect the well-being of IDPs, including those relating to resilience and disaster risk reduction; equal opportunity; and social, economic political inclusion.

D. Durable solutions and development for internally displaced persons

42. Durable solutions for IDPs and sustainable development goals are inherently linked and mutually reinforcing. Durable solutions envisage three scenarios: sustainable reintegration in the place of origin (return); sustainable local integration in areas where IDPs take refuge (local integration); or sustainable integration in another part of the country.[14] IDPs must be able to make decisions voluntarily, through informed choice, on solutions that meet their needs. Freeing IDPs from the cycle of dependency is the key goal of durable solutions and is best achieved by their inclusion in development strategies and rights-based approaches that recognize and respond to their unique situations. Walter Kälin, former Representative of the Secretary-General on the human rights of internally displaced persons, stated in his 2009 report: "A durable solution is achieved when internally displaced persons no longer have any specific assistance and protection needs that are

[14] Inter-Agency Standing Committee, *IASC Framework on Durable Solutions for Internally Displaced Persons* (Washington, D.C., The Brookings Institution – University of Bern Project on Internal Displacement, 2010).

linked to their displacement and can enjoy their human rights without discrimination on account of their displacement."[15]

43. States and other national and international actors frequently misunderstand what constitute durable solutions. Neither return to place of origin nor establishing permanent settlement elsewhere constitute, on their own, durable solutions. In places of origin, homes, infrastructure and livelihoods may be destroyed and development projects are essential for early recovery and reconstruction. Property may have been occupied or sold creating significant obstacles to be resolved. IDPs opting for local integration require development assistance to overcome barriers to integration. Improved housing provision or cash grants, for example, do not constitute durable solutions if not combined with strategies to address livelihood and integration objectives. Host communities affected may also require sustained development assistance.

44. As highlighted in the IASC Framework on Durable Solutions for Internally Displaced Persons, achieving durable solutions entails responding to key development challenges in addition to guaranteeing security and non-discrimination. They include ensuring access to livelihoods, education and health care in areas of return, local integration or other settlement areas, helping to establish or re-establish local governance structures and the rule of law, and supporting the rebuilding of houses and infrastructure. International humanitarian and development actors must have rapid and unimpeded access to assist IDPs in finding durable solutions. Such actors have a complementary role alongside national authorities and they should all work together to set up a rights-based process to support durable solutions for IDPs.

45. Humanitarian responses to displacement are frequently short-term and focused on immediate needs despite the fact that chronic and protracted crises have become the norm and are to a large extent predictable. Humanitarian actors commonly focus on narrowly defined mandates and objectives, for example the provision of shelter, water, sanitation and hygiene, food, health care or education. Humanitarian coordination has vastly improved, including through the use of thematic clusters, and in some situations working groups on durable solutions. However, responses rarely meet durable solutions criteria for protracted displacement situations. Holistic development approaches have long-term and sustainable objectives which recognize, for example, the fundamental interconnection between shelter and livelihood, and their importance for health, food security and education.

E. Why should internally displaced persons be a priority within development agendas?

46. Due to conflict and political, social or other factors, including failure to implement international standards, many IDPs in all regions find themselves in protracted displacement situations. What were originally "temporary" solutions may regrettably become more permanent places of settlement. According to the Office for the Coordination of Humanitarian Affairs, when governments and international agencies understand that reality they must recognize that "internal displacement is not only a humanitarian issue but ultimately and most importantly a long-term development issue that requires the full and sustained engagement of a diversity of national and international actors".[16]

[15] A/HRC/13/21/Add.4.

[16] Hansjoerg Strohmeyer, Chief of Policy Development, Office for the Coordination of Humanitarian Affairs, "The forgotten millions". Available from https://medium.com/@UNOCHA/the-forgotten-millions-6a18188d165c.

47. As the Special Rapporteur pointed out in the joint note to the Secretary-General in October 2014 with Valerie Amos, António Guterres and William Lacy Swing:

> The displaced are often excluded from longer-term development and institutional planning. If left unaddressed, protracted displacement generates further marginalization, inequality, fragility, vulnerability and erodes people's resilience. This poses a serious impediment to all present pillars of sustainable development both for the displaced persons and host communities. Development actors need to increase their engagement from the onset of a crisis to ensure that the development dimensions of displacement are addressed. The post-2015 development agenda therefore needs to address protracted displacement by ensuring effective support for durable solutions.[17]

48. Displacement commonly leaves homes, infrastructure, businesses and livelihoods in ruins, and requires extensive reconstruction and socioeconomic development projects. The impacts on communities and the psychological well-being of IDPs also require attention to rebuild functioning communities. Where IDPs return to environments of previous conflict, development actors can introduce elements of community cohesion, justice and reconciliation into development projects that work across previously conflict-affected communities as key development and peacebuilding initiatives.

49. A consideration of some of the proposed sustainable development goals through an internal displacement lens, informed by IDP standards, and the work and visits of the Special Rapporteur and his predecessors, demonstrates the clear rationale for dedicated attention to IDPs.

Goal 1: End poverty in all its forms everywhere

50. IDPs often lose their homes, land, possessions, livelihoods and their financial resources. They are among the poorest of the poor and may be made more vulnerable by hostility and insecurity, as well as by the trauma of displacement and the breakdown of community cohesion. They are likely to have weaker and less established coping mechanisms than other poor communities, and what resources they do have are likely to be targeted towards basic survival. Owing to their unique circumstances, while their coping mechanisms, employment and income-generating activities may improve over time, the poverty experienced by IDPs is likely to be more extreme and persistent than poverty experienced by others in society and requires dedicated programmes to address it. Consequently, the target to eradicate extreme poverty for all people everywhere by 2030 will be impossible to meet without tackling the situation of IDPs.

51. During his visit to Haiti in July 2014, the Special Rapporteur noted that one of the main obstacles in the search for durable solutions for IDPs remained the extreme poverty from which a large portion of the population suffered and which particularly affected those displaced by the 2010 earthquake. In that context, the Special Rapporteur further reaffirmed the primary responsibility of the Government to work towards rights-based development approaches to alleviating poverty that incorporated durable solutions for IDPs.

Goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture

52. Hunger and food insecurity are frequently the most pressing problems for IDPs. Having lost access to lands and livelihoods, their ability to produce or purchase food may be limited, leaving them heavily reliant on humanitarian aid or the charitable donations of

[17] Joint note from OCHA, UNHCR, IOM and the Special Rapporteur on the human rights of internally displaced persons to the United Nations Secretary-General (October 2014).

host families and communities, who may also face food insecurity. Where displacement becomes protracted, without durable solutions in place, food security and nutrition problems may be particularly pronounced, especially where humanitarian aid has diminished or ended. Often lacking adequate coping mechanisms, IDPs are amongst the most vulnerable communities in terms of food security.

53. While humanitarian aid staples often consist of rice, beans, oil and tinned produce, as well as products to meet the nutritional needs of children, there is frequently a shortage of higher value or perishable foodstuffs, such as meat, fish and vegetables. A restricted diet over any significant period can result in inadequate nutrition and malnutrition, with a lasting effect on the health of individuals and their susceptibility to illness. In this respect, the Special Rapporteur stresses the importance of taking into account the specific needs of children, breastfeeding mothers and groups with specific dietary habits, such as nomadic peoples. Systematically implementing an approach to hunger and food security that recognizes the need for availability, accessibility, acceptability and quality, means also including IDPs.

54. During his joint visit to the Central African Republic in February 2015, the Special Rapporteur deplored the living conditions of nearly 500 members of the Peulh minority group, trapped in an enclave in Yaloke.[18] According to reports, the food being distributed in Yaloke does not meet the cultural and nutritional needs of the Peulh minority group. The Peulh, living largely on a diet of beef and milk from cattle, are not used to the rice and beans that humanitarian agencies distribute. As of December 2014, over 40 Peulh had died from malnutrition and other diseases, the majority of them children.

55. In many displacement situations access to land, livestock and employment are essential elements of durable solutions and development that must be put in place to enable IDPs to reduce or eliminate their dependency on humanitarian aid. Furthermore, where large numbers of IDPs are sheltered within host communities they can be a heavy burden on the food security of such non-IDP communities, whose food resources must be spread further.

Goal 3: Ensure healthy lives and promote well-being for all at all ages

56. IDPs frequently lose access to health care and medicines and rely heavily on humanitarian health-care assistance. The situation is particularly acute in the least developed countries where health-care provision is generally poor and in rural areas where facilities are sparse. In cases of large-scale displacement, the capacity of existing health-care services is often inadequate to respond to the psychological and physical health-care needs of IDPs. In urban settings, the challenges are also acute and include lack of capacity of health-care services, and challenges relating to documentation and possible discrimination. The costs of services and medicines frequently put adequate health care out of the reach of IDPs.

57. Médecins Sans Frontières has highlighted the health-care challenges facing IDPs, especially in the context of conflict, noting that "while programmes exist to provide surgical and other care to these victims, the vast majority will not receive the care they need because they live in regions where the health-care system has collapsed and where it is too dangerous for independent aid agencies to operate".[19] To achieve that target "for all at all ages", requires resolving the health-care and well-being challenges experienced by IDPs.

[18] See UNHCR, Questions and answers, "UN rapporteur looks at how to restore stability and peaceful coexistence in CAR" (27 February 2015), available from www.unhcr.org/54f090f06.html.

[19] Available from www.doctorswithoutborders.org/our-work/humanitarian-issues/refugees-and-idps.

58. During his visit to Azerbaijan in May 2014,[20] the Special Rapporteur highlighted the difficulties IDPs encountered in accessing health services due to limited availability and supplies in IDP communities. Limited access to reproductive health services was also raised. During his visit to Ukraine in September 2014,[21] the Special Rapporteur learned that IDPs lacked access to essential medicines, which were not available free of charge. Those IDPs requiring urgent medical care or maternal health care and those with chronic health conditions are particularly vulnerable. Congested or cramped living conditions, poor hygiene and sanitation breed and spread diseases. The psychological impact of displacement and proximity to conflict often requires specialist care, rarely available to IDPs.

Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

59. For many children in displacement situations, exclusion from education can be a long-term problem. Particularly in less developed countries, lack of resources, buildings, teachers and education materials may all create barriers to education. Lack of documentation, including birth certificates, may be a factor in States in which students must demonstrate their citizenship or residence in a region to have access to services. Discrimination may also be a factor, with schools and local authorities being reluctant to accept displaced children from different ethnic, linguistic or religious groups.

60. Education also provides routine, normality, a protective function, support and information and can be an important step towards community integration in displacement locations. For IDPs, education may be a low priority in the face of survival needs. Children may contribute economically to displaced communities, which can be another barrier to their schooling. Internally displaced parents may exclude children from school in the belief that they will quickly return to their original homes, only for their displacement to become protracted. Parents may also hesitate to send their children to school in conflict zones which may be targeted for forced recruitment of children.

61. On his visit to Côte d'Ivoire in 2012,[22] the Special Rapporteur noted that in some western regions, an estimated 140,000 children had missed out on their education in 2011, due to insecurity and the destruction and pillaging of school buildings. Education was also disrupted in the centre and east of the country, and in Abidjan. He stressed that urgent measures were needed to ensure that children, some of whom had seen their education repeatedly disrupted, were provided with support to resume their education and make up the years of lost schooling.

Goal 5: Achieve gender equality and empower all women and girls

62. As women and mothers, poor and frequently from minorities, internally displaced women face multiple and intersectional challenges. Women are frequently separated from men in conflict-related displacement situations, sometimes permanently due to the death of men, or to men joining the armed conflict or being forced to flee the conflict without their families. Women also frequently have the primary responsibility of caring for children and the elderly and are less able to seek employment or income-generating activities. Despite these obstacles, internally displaced women frequently take on family and community leadership roles.

[20] See A/HRC/29/34/Add.1.
[21] See A/HRC/29/34/Add.3.
[22] See A/HRC/23/44/Add.1, para. 61.

63. As highlighted by the Special Rapporteur in his address to the Security Council[23] as well as in a press statement marking the International Day for the Elimination of Violence Against Women,[24] internally displaced women and girls are often disproportionately affected by displacement. The Special Rapporteur on violence against women, its causes and consequences, Rashida Manjoo, has said: "They flee to escape arbitrary killings, rape, torture, inhuman or degrading treatment, forced recruitment or starvation, but too often, they encounter the same level of insecurity, violence and threats of violence, reinforced by a climate of impunity, at their destination."[25]

64. In his 2013 report on internally displaced women, the Special Rapporteur noted that discussions of gender issues within host and return communities and how particular durable solutions could backstop protection for internally displaced women remained relatively nascent.[26] Addressing them required more concerted attention, as well as cooperation between humanitarian and development actors.[27] Amongst his recommendations, he urged States to facilitate the active participation of internally displaced women in the development and implementation of national and regional action plans on women, peace and security, and the integration of their diverse concerns into such plans.

Goal 6: Ensure availability and sustainable management of water and sanitation for all

65. Secure access to safe water and sanitation can be a matter of life or death for IDPs. While national and international actors have achieved much in terms of emergency humanitarian provision of water, sanitation and hygiene for all, barriers to the provision of safe water and sanitation continue to create and exacerbate disease, illness and death among IDPs. Once humanitarian actors leave or step down their activities following conflict or disaster, the degradation of emergency water and sanitation systems remains a significant challenge for many IDPs.

66. Humanitarian programmes have achieved essential results. In the Darfur region of the Sudan displacement has affected an estimated 2.7 million Darfurians since 2013. A 647 million euro project from April 2012[28] provided IDPs in targeted camps with 15 litres of safe water per day; established water collection points within safe walking distance; ensured access to adequate sanitation facilities and latrines; and ensured that targeted communities had knowledge of waterborne diseases and their prevention. Some 182,890 people were beneficiaries of the 12-month programme. While such results are impressive, the challenge remains to ensure sustainability and to transition from humanitarian responses to durable, development-led solutions as early as possible.

Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

67. Seeking and obtaining employment or livelihood activities are commonly more difficult for displaced persons in unfamiliar localities who may face additional barriers,

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[23] Open debate on "Women, peace and security — displaced women and girls: leaders and survivors" (October 2014).

[24] Available from www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=15343&LangID=E.

[25] Ibid.

[26] A/HRC/23/44, para. 50.

[27] Ibid.

[28] Available from www.danchurchaid.org/where-we-work/list-of-projects/previous-projects/improving-water-sanitation-and-hygiene-for-internally-displaced-people-in-sudan.

including discrimination, loss of documents, and the psychosocial impact and pressures of displacement. Where they find refuge in areas of existing unemployment or economic hardship they are likely to be the last to gain work if it does become available. Women and mothers are likely to face unique challenges and restrictions to their income-generating activities, including childcare issues and the threat of violence if they leave the camps.

68. During the Special Rapporteur's visit to Sri Lanka in December 2013, he noted obstacles to durable solutions for IDPs in their lack of access to their original land, which prevented their return and their having sustainable livelihoods. He stressed that significant efforts were required to ensure that the livelihoods of IDPs were restored.[29] During his visit to Ukraine in September 2014, the Special Rapporteur was informed of the difficulty faced by IDPs in finding employment and income-generating opportunities. Some IDPs described problems with their residence registration in their places of origin, their work records which remained with former employers, and discrimination when they identified themselves as IDPs.

Goal 10: Reduce inequality within and among countries

69. IDPs frequently face gross and persistent inequality that significantly worsens their displacement and hampers their ability to integrate fully into new or host societies. Reducing inequality and discrimination within countries helps prevent displacement as well as contributing to achieving durable solutions for IDPs. Respect for the principle of equal rights ensures the well-being of IDPs. Social, economic and political inclusion of all, including IDPs, is thus key to the prevention of displacement by achieving equality within and among countries. For some ethnic, religious or national minorities, their government is the perpetrator of violence, their homes are not safe and integration into new localities may be particularly difficult.

70. IDPs frequently belong to national, ethnic or religious minorities who, due to historical, geopolitical, social and other factors, may face varying degrees of discrimination, social and economic marginalization and sometimes violence on the basis of their identity. They may be excluded or marginalized in national development programmes, even during periods of peace. During times of instability and conflict, they are vulnerable to violence and displacement by larger population groups, members of which may dominate the government, the police and military forces and other public bodies, including those with responsibility for national development goals.

71. During his follow-up visit to Kenya in May 2014, the Special Rapporteur noted that, although progress had been made in supporting durable solutions for those displaced following the post-election violence of 2007/08, significant obstacles to achieving that goal remained, most notably regarding socioeconomic and political integration. In accordance with the Guiding Principles on Internal Displacement and the IASC Framework on Durable Solutions for Internally Displaced Persons, he recalled that IDPs should be able to exercise their right to participate in public affairs at all levels and without discrimination on the basis of their displacement.

Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable

72. While IDPs living in camp settings are more visible, alternative coping mechanisms, including living with host families, are now the norm for a majority of IDPs.[30] An implicit assumption is often made that IDPs living outside camps are less in need of protection and assistance and have found solutions of their own. While host communities

[29] A/HRC/26/33/Add.4, paras. 40 and 54.

[30] See A/HRC/19/54.

may initially welcome and assist IDPs, when their stay is protracted, the strain on resources may lead to an eventual breaking point, and may require IDPs to look for alternative assistance or living arrangements, often resulting in secondary displacement. For economic, security and anonymity reasons, IDPs often move to the outskirts of cities, where they mix with the urban poor.[31] While such areas may provide better livelihood opportunities, they are often most violent or hazardous areas and IDPs are at greater risk of being displaced a second time or of facing additional human rights abuses.

73. Despite the challenges, the Special Rapporteur is of the view that a more effective and systematized management of IDPs outside camps, and more specifically of IDPs in urban areas, can improve the overall response to internal displacement, anchor it within a human rights-based approach and contribute to durable solutions. He also emphasizes the need to address the specific needs of displaced populations in urban planning and policies and to consult them in their design and implementation.

Goal 13: Take urgent action to combat climate change and its impacts

74. Changes in the environment and climate have an important impact on human mobility and are predicted to significantly increase displacement and alter its patterns.[32] In 2013 alone, some 22.4 million people were newly displaced by disasters triggered by natural events. In 2010, the Cancun Agreements expressly acknowledged "climate-induced displacement", which the Special Rapporteur addressed in his report to the General Assembly in 2011.[33] Preparedness, environmental risk assessment, mitigation and disaster risk reduction are development imperatives in the context of the challenges posed by climate change-induced displacement. The consequences of climate change, such as environmental degradation and loss of livelihood, are a driver of increased rural-to-urban migration, often to urban slums and informal settlements offering precarious living conditions. Climate change-induced displacement must be addressed in humanitarian and development terms, to alleviate immediate suffering, but also to ensure lasting, development-based solutions for affected persons that avoid the precariousness, marginalization and instability associated with protracted displacement.

Goal 16: Promote peaceful and inclusive societies for sustainable development

75. Armed conflict, generalized violence and human rights abuses are major causes of internal displacement. Indeed, internal displacement can be seen as an indicator of whether societies are peaceful and inclusive. In line with the Guiding Principles on Internal Displacement and the IASC Framework on Durable Solutions for Internally Displaced Persons, securing effective remedies for the violations of international human rights and humanitarian law which cause displacement, or which occur during displacement, can have a major impact on prospects for durable solutions for IDPs. IDPs who have been victims of violations must have full and non-discriminatory access to effective remedies and justice, including, where appropriate, access to transitional justice mechanisms and reparations. Failure to secure effective remedies may cause further displacement, impede reconciliation processes, create a prolonged sense of injustice or prejudice among IDPs and undermine the achievement of durable solutions. Securing justice for IDPs is an essential component of long-term peace and stability.[34]

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[31] See A/69/295.

[32] See A/66/285 and A/HRC/19/54/Add.1.

[33] A/66/285.

[34] *IASC Framework on Durable Solutions for Internally Displaced Persons* (see note 16), p. 43.

F. Implementing sustainable development goals for internally displaced persons at the national level

76. Clear references to IDPs should be included in the post-2015 goals and targets. While explicit references to IDPs may be lacking, many proposed goals and targets have the potential to directly or indirectly have a positive impact on IDPs at the national level. Nevertheless, it is essential to look beyond international cooperation and focus on the importance of national implementation. The report of the Open Working Group on Sustainable Development Goals states that "targets are defined as aspirational global targets, with each government setting its own national targets guided by the global level of ambition but taking into account national circumstances" (A/68/970, para. 18). National authorities are responsible for providing protection and development for all and for implementing strategies and programmes to meet internationally agreed targets and goals. Countries affected by internal displacement must set their own national targets and include IDPs in national development strategies.

77. The IASC Framework on Durable Solutions for Internally Displaced Persons points to the "need to ensure at a minimum that the necessary legal and/or policy frameworks are in place to secure the rights of IDPs, to establish effective government structures to coordinate the national and local response, to facilitate provision of humanitarian and development assistance, and to ensure that adequate funding, through national budgets as well as international aid, is allocated to support the process".[35]

78. Indicators to help to assess the implementation of the sustainable development goals at the international level are still under consideration at the time of writing. The Special Rapporteur strongly advocates the indicators to systematically address the specific situation of IDPs by mentioning them explicitly as beneficiary groups. Displacement, whether due to conflict or disaster, is truly a "global" issue, potentially affecting rich and poor countries, northern and southern States, and international indicators should consequently specifically address displacement. Equally, countries should develop their own national-level indicators, taking into account, where relevant, their actual or potential displacement situation.

G. Essential steps for the inclusion of internally displaced persons in sustainable development goals

1. National leadership, good governance and political will

79. National leadership and good governance are essential to both preventing conflict-induced displacement and appropriately responding to all displacement situations. Deficits in good governance and the rule of law frequently ignite tensions and result in conflict and displacement. Good and inclusive governance is a cornerstone of sustainable development activity at the national level and actions to appropriately address the rights of IDPs. The first essential step towards ensuring implementation of sustainable development goals for IDPs is for national governments to recognize IDPs as legitimate targets of development initiatives. If left unaddressed by development actors, displacement can generate further longer-term marginalization, inequality, fragility and vulnerability. Addressing internal displacement through a development lens has the potential to prevent further marginalization and potential secondary displacement.

[35] Ibid., p. 11.

2. Data, profiling and needs assessment

80. Official IDP figures advanced by governments tend to differ significantly from those of international agencies and non-governmental organizations due to factors that include data-gathering and registration deficiencies and, in some cases, the desire to downplay the issue and the number of people affected by internal displacement. The latter is particularly true in situations of conflict or violence and when the national authorities are complicit in a displacement situation. Deficiencies in registration procedures and reluctance of displaced persons to register due to fear, lack of information or other factors can all contribute to underestimation of the actual number of displaced persons. The Internal Displacement Monitoring Centre highlights that figures often reflect only those living in camps, while 60 per cent of IDPs are dispersed in other locations and with host families, and are often not officially counted.[36] Even when officially counted, the concerns and perceptions of IDPs are frequently not captured by official statistics and require more sophisticated data-gathering and household surveys.

3. Full and meaningful consultation with and participation of internally displaced persons

81. Efforts to ensure durable solutions and effective sustainable development programmes must involve full consultation with and the meaningful participation of IDPs. It is imperative that they not be considered simply as beneficiaries of development policies and programmes, but as full partners in the design, implementation and monitoring of such activities. IDPs have a right to full participation in decisions affecting them, and measures, including their return or relocation, should be undertaken with their full consent. Measures that do not meet those criteria violate their rights and do not constitute durable solutions. Participation of IDPs is also essential to ensuring effective accountability mechanisms.

4. Engagement of development actors on issues relating to internally displaced persons

82. National and international development actors must engage with IDPs at the earliest stages of displacement and recognize that, even in cases where early return to places of origin or integration in host communities is possible and desired, the challenges facing IDPs are likely to be considerable and complex, requiring medium and long-term development-centred solutions. It may take years to fully rebuild displacement-affected communities or to integrate them fully into new communities to the extent that they achieve conditions of full equality, access to services and participation in the economic, social and public and political aspects of society.

5. Establishment of national laws and policies on internally displaced persons

83. In December 2012, the African Union Convention for the Protection and Assistance of Internally Displaced Persons (the Kampala Convention) entered into force. The first legally binding instrument specifically for IDPs, it sets obligations for States in their responses to internal displacement and aims to "establish a legal framework for preventing internal displacement, and protecting and assisting internally displaced persons in Africa". So far, 24 African Union member States have ratified and a further 37 have signed the Convention. The Special Rapporteur reiterates his call for all African States to ratify and implement the Convention, as a key step towards ensuring durable solutions for IDPs and their inclusion in development.

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[36] Internal Displacement Monitoring Centre, *Global Overview 2014: people internally displaced by conflict and violence*.

84. While national governments have the primary responsibility towards IDPs, their responses are often ad hoc, uncoordinated and, therefore, ineffective. National laws, policies or strategies on internal displacement can assist national authorities in addressing the challenges of displacement in a planned manner, and improve short-term and long-term responses. Such national instruments may serve to clarify who is an IDP and what such a person's corollary rights are, establish budgets directed towards them and create administrative and response structures and responsibilities, as well as creating confidence amongst regional and international development partners.

85. National instruments can grant IDPs entitlements based on their situation, rights and needs, and enshrine those entitlements in laws and policy, including their right to be included in development assistance programmes as citizens or habitual residents of the State. Where possible, national instruments on internal displacement should be explicitly linked to national development documents, strategies and targets, and ideally result in dedicated national strategies and action plans for IDPs.

6. Implementation of effective governance structures

86. Appropriate and effective governance and response structures are essential from the earliest stages of displacement, but also in the medium and longer term to ensure sustained attention to IDPs. The Special Rapporteur notes that such structures are frequently absent or inadequate in practice and governments rely on existing bodies, including emergency response bodies, existing government institutions with limited technical and staffing capacity, the United Nations and national and international civil society to lead responses to displacement. This can result in a lack of specialist, targeted attention and insufficient policy and programme responses to the longer-term needs of IDPs.

87. Examples of positive governance structures include dedicated ministries, departments or units responsible for IDP issues and for ensuring that attention to IDPs is mainstreamed across relevant governmental and other bodies in areas such as education, employment, health, housing and development policy. Such bodies can work to ensure that greater attention to IDPs is paid by development actors, and should be appropriately resourced and funded. High-level leadership, for example specialist bodies under the office of the president or prime minister, can ensure that IDPs are given and maintain high priority at the national level and by development actors.

7. Addressing conflict, its causes and consequences

88. Attention to preventing and resolving conflict, and stabilizing fragile States is essential to achieving sustainable development worldwide, as well as to prevent further displacement. Poverty, exclusion and discrimination are drivers of conflict and displacement. Development initiatives should be used both as preventive measures and as early recovery and reconstruction tools to help build peaceful and inclusive societies, as well as achieve long-term stability. In conflict and post-conflict situations, protection risks, access issues and an unreliable government partner at a time when governments may be fighting for their existence may also create an environment that is not conducive to development actors' actions. Peace agreements should contain specific provisions for IDPs and for resolving internal displacement issues. Consultation with and the participation of IDPs in peace processes, peace agreements and peacebuilding are essential.[37]

[37] See The Brookings Institution-University of Bern Project on Internal Displacement, "Addressing internal displacement in peace processes, peace agreements and peace-building" (2007).

H. Mitigating the impact of development-induced displacement

89. Historically, development projects have been a major cause of displacement. Important questions relating to their impact must always be asked and the principles of informed consultation, participation and consent respected. For example, while proposed sustainable development goal 7 calls for States to ensure access to affordable, reliable, sustainable and modern energy services for all, the impact in terms of displacement of communities to make way for hydroelectric and other development projects must be taken into account. The sustainable development goals must not be achieved at the cost of forced displacement.

90. Development projects, including dams, irrigation projects, pipelines, highways, urbanization, mining, and conservation of nature, can all create displacement. The Brookings Institution report, "Risks and rights: the causes, consequences, and challenges of development-induced displacement",[38] states that it is "problematic at best, even when a State has the best interests of the entire population at heart. The effects can be catastrophic when such displacement occurs in the midst of conflict and human rights abuse, or when a State deliberately or arbitrarily targets some of its people to bear a disproportionate share of the costs of development and denies them a proper share of the benefits".

IV. Conclusions and recommendations

91. **IDPs must be an integral part of the post-2015 development agenda if it is to live up to its pledge to secure a life of dignity for all and to "leave no one behind". Many currently proposed goals and targets have the potential to have a positive impact on the situation of IDPs, either by helping to ensure durable solutions or by preventing further displacement. However, their potential will only be fulfilled if IDPs are clearly recognized as development targets, partners and beneficiaries.**

92. **Resolving internal displacement is essential for peaceful and inclusive societies for sustainable development. The post-2015 development agenda can help States achieve durable solutions for IDPs. Equally, in countries with no displacement, inclusive development policies address poverty, discrimination and exclusion and prevent conflict and displacement.**

93. **One element of the Secretary-General's call for a transformative agenda must be to transform protracted displacement situations from neglect and reliance on humanitarian assistance to durable solutions and sustainable development.**

94. **Informed by the Guiding Principles on Internal Displacement, the Kampala Convention, the IASC Framework on Durable Solutions for Internally Displaced Persons, and by his experience in dealing with situations of internal displacement worldwide, the Special Rapporteur makes the following recommendations to:**

States affected by displacement

95. **Develop national legal frameworks and policies on internal displacement, based on international law, and specifically identify and address obstacles to durable solutions for IDPs, including access to justice mechanisms; housing, land and property rights; and livelihood opportunities.**

[38] Available from www.brookings.edu/fp/projects/idp/articles/didreport.pdf.

96. **Make adequate budgetary provisions and ensure human resource capacity in all relevant ministries and local authorities to implement such legal frameworks and policies.**

97. **Ensure that IDPs are fully included as target populations and partners in policies, programmes and national action plans to implement the post-2015 sustainable development goals. Ensure the inclusion of durable solutions for IDPs in national plans for local development, poverty reduction, economic reconstruction and urban development.**

98. **Improve disaggregated data collection on, and profiling and needs assessments of, IDPs. Improve methodologies and the capacity of national statistical offices to ensure accurate data on numbers, demographic characteristics, locations and needs, while ensuring the confidentiality of data, to inform appropriate programmes and solutions, and monitor progress over time on the basis of key indicators.**

99. **Ensure national tailoring of targets to address IDPs and displacement situations and closely monitor and evaluate the impact of development programmes on IDPs including via the use of national indicators and research methodologies.**

100. **Implement livelihood programmes and vocational training to bridge the gap between the existing skills of IDPs and those required for entry into the labour market in their place of displacement to make the sustainable development goals a reality for IDPs.**

Donor States

101. **Recognize the prevention and resolution of internal displacement as an investment in development and an essential element of conflict prevention and peacebuilding.**

102. **Ensure that areas/regions where IDPs seek durable solutions attract development support, notably by ensuring regional equity in access to development assistance.**

103. **Increase the length of the funding cycle to allow actors to meet immediate and long-term needs, and consider bridging the gap in aid budgets between emergency relief and development aid to allow more comprehensive development-led responses to internal displacement.**

The international community

104. **The definition of vulnerable, marginalized and disadvantaged groups in the post-2015 development agenda must encompass IDPs which will partially ensure that as progress is being made towards achieving goals and targets, IDPs are not left behind. Under proposed sustainable development goal 16 on achieving peaceful and inclusive societies, a target for reducing the number of IDPs would ensure national and international attention to achieving durable, development-led solutions for IDPs.**

105. **Guidance on how to implement durable solutions and development programmes for IDPs should be provided by regional and international organizations, as well as technical assistance for operationalizing the IASC Framework on Durable Solutions for Internally Displaced Persons in national contexts.**

106. **International and regional development actors, development donors and others should ensure that IDPs are targeted in their country programmes, including**

through policies, strategies and funding decisions that support durable solutions and development goals.

107. **Humanitarian and development actors should systematically interact to develop solution strategies for IDPs and identify mechanisms to promote integrated approaches from the early stages of displacement.**

108. **The Kampala Convention pays the necessary attention to IDPs and provides legally binding standards and guidance on their treatment and development assistance. Other regional bodies should develop such IDP frameworks.**

109. **On the basis of agreed sustainable development goals and targets, clear and targeted indicators and data disaggregation specific to IDPs should be developed to assist States and development actors in their national implementation efforts. This means developing indicators for targets whose implementation will affect the well-being of IDPs.**

110. **The United Nations system, international development actors and non-governmental organizations should monitor, by country, region or globally, the impact of the implementation of the sustainable development goals on the situation of IDPs.**